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HERITAGE RESOURCE IMPACT ASSESSMENT. A GUIDE FOR THE
DEVELOPMENT INDUSTRY. 1982.

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Heritage Resource Impact Assessment

A Guide for the Development Industry



Province of
British Columbia

Ministry of
Provincial Secretary and
Government Services

HERITAGE CONSERVATION BRANCH
RESOURCE MANAGEMENT DIVISION

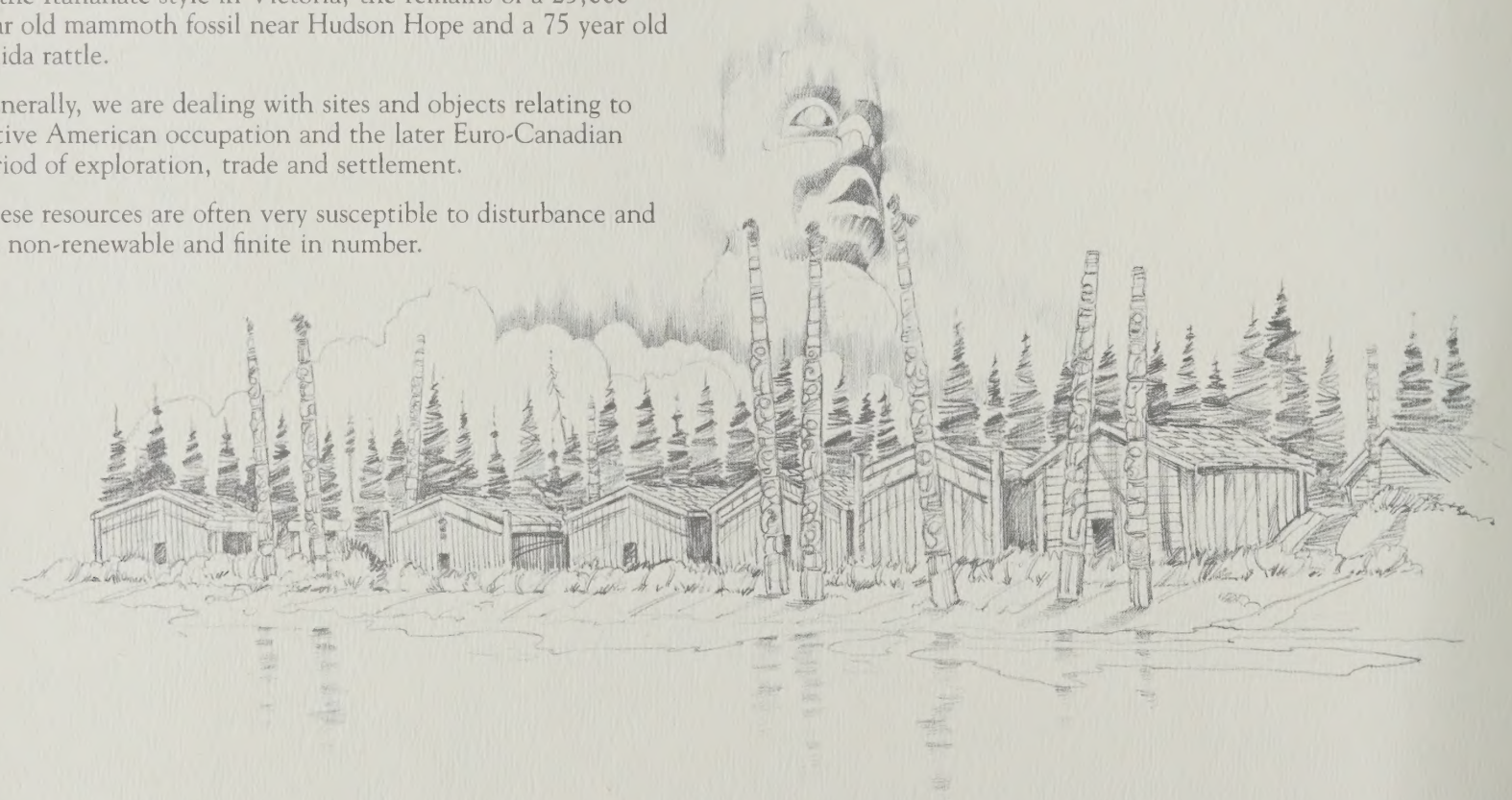
Heritage Resources

The term "Heritage Resource" includes any archaeological, historic, architectural or paleontological site or object. These may be of regional, provincial, national or international significance.

Some examples of heritage resources include: an 8,000 year old Indian campsite in the Fraser River Canyon, an 18th century fur trade fort on the Peace River, a 19th century residence built in the Italianate style in Victoria, the remains of a 25,000 year old mammoth fossil near Hudson Hope and a 75 year old Haida rattle.

Generally, we are dealing with sites and objects relating to native American occupation and the later Euro-Canadian period of exploration, trade and settlement.

These resources are often very susceptible to disturbance and are non-renewable and finite in number.



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Published August, 1982

Resource Management Division
Heritage Conservation Branch
Ministry of Provincial Secretary and Government Services
Parliament Buildings
Victoria, B.C.
V8V 1X4

This document was prepared by the Heritage Conservation Branch.
Editing by Art Charlton and Brian Aplan, Resource Management
Division. Art production and design by Silk Quest Creative
Design and Writing Inc., Sidney, B.C. Illustrations by
Doug Penhale.

Additional copies of this document may be obtained free of
charge by writing:

Chief, Resource Management Division
Heritage Conservation Branch
1016 Langley Street
Victoria, B.C.
V8W 1V8

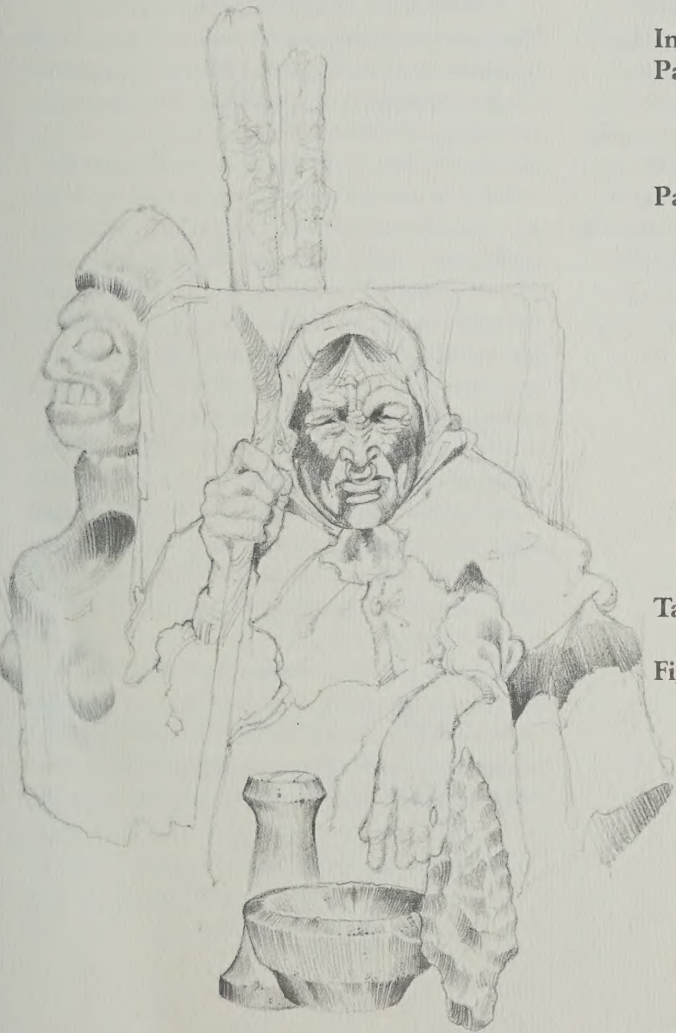
Canadian Cataloguing in Publication Data
Main entry under title:
Heritage resource impact assessment

ISBN 0-7719-9048-0

1. Historic sites — British Columbia — Conservation and
restoration. 2. Historic sites — Law and legislation — British
Columbia.
I. British Columbia. Heritage Conservation Branch. Resource
Management Division.

FC3812.H47 354.7110085'9 C82-092280-3
F1087.8.H47

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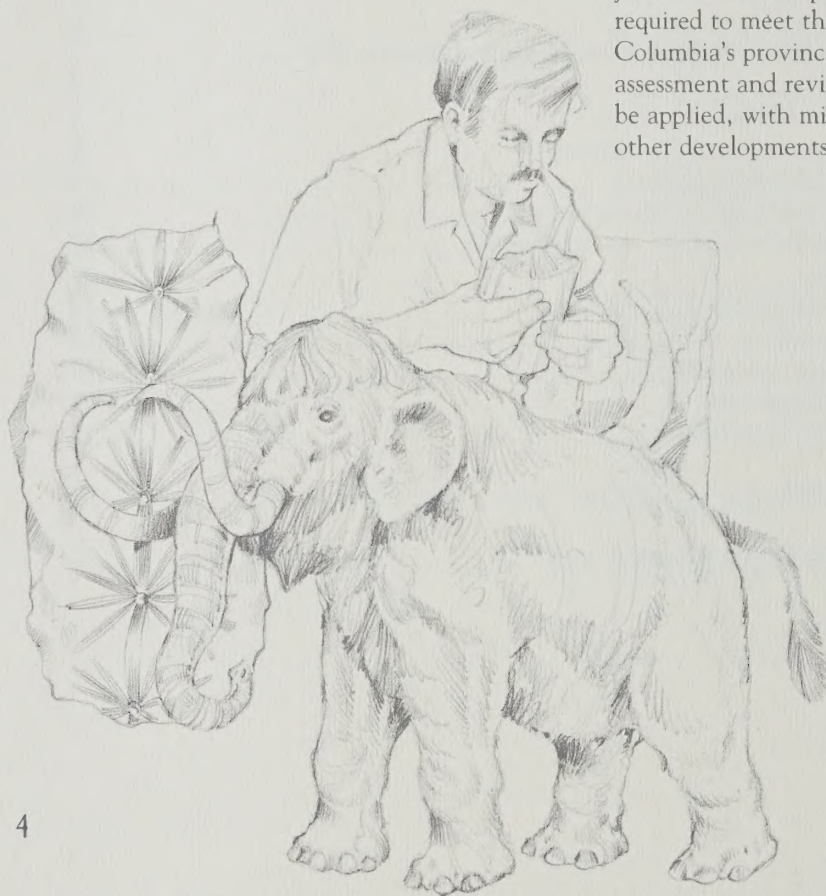
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Introduction

The *Heritage Resource Impact Assessment Guidelines* apply principally to development projects which, by virtue of their scale, location, extent of impact, administrative or jurisdictional complexity, or other factors, are required to meet the standards of British Columbia's provincial environmental impact assessment and review processes. They may also be applied, with minor modification, to all other developments.

A particularly important characteristic of these guidelines is their flexibility. They are not intended to be used as a 'cookbook' approach to all development projects. Although certain categories of information are needed for decision making, each heritage study must be tailored to meet specific project characteristics and needs. It is recognized that the extent of work, particularly in the preliminary stages of project planning, needs to be coordinated with the proponent's level of commitment to the project. Representatives of the Heritage Conservation Branch will meet directly with the proponent to provide project-specific clarification and interpretation of the *Guidelines* where necessary. Depending on the project, considerable flexibility can be expected in the staging of impact assessment and management studies, the level of detail at which the studies are undertaken, and the reporting requirements.

Heritage resource assessment and review procedures are under continual review, and may be modified or altered as the provincial government's overall environmental impact assessment and review process evolves.



Part 1 Legislation and Administration

Heritage Resource Legislation

The *Heritage Conservation Act* (1979 R.S. Chap. 165) provides for the protection of British Columbia's heritage resources. The protection applies and is implemented whether heritage sites are located on public or private land.

In accordance with the Act, (Section 6), heritage sites are protected, and may not be destroyed, excavated, or altered without a permit issued by the minister or his designate. The Act affords considerable discretionary authority in determining if, and under what conditions, such permits are to be granted (Section 5).

Section 7 of the Act empowers the minister to order a "site survey" or a "site investigation" where, in his opinion, land contains a heritage site which may be damaged or destroyed. The purpose of a site survey is to assess the heritage significance of land or other property. A site survey determines the presence of heritage sites which warrant protection, or are already protected, under the Act.

Heritage Conservation Branch

The Heritage Conservation Branch of the Ministry of Provincial Secretary and Government Services is responsible for managing British Columbia's heritage resources. In this role the branch contributes to the provincial process for determining priorities and

regulations governing land use and development.

Heritage sites are valuable provincial resources, just as mineral deposits, arable land, forests, or fish and wildlife are. In addition to their potential economic value to British Columbia's recreation and tourism industry, heritage sites may have scientific, educational, technological, or sociological value to the province and its people. The protection of significant heritage sites so that their intrinsic

values may be realized is an important function of the branch. However, the use of land for this purpose must often be compared with other viable uses the land base is capable of supporting.



Legislation and Administration

Objectives

The role of the Heritage Conservation Branch is not to prohibit or impede land use and development, but rather to assist the development industry, the province, regional authorities, and municipalities, in making decisions which will ensure rational land use and development.

When the benefits of a project are sufficient to outweigh the benefits of heritage preservation, the branch's primary concern is to work with the proponent in determining how the project may be implemented with minimal heritage resource loss and minimal effect on the development. Where the loss of significant heritage values cannot be avoided, the role of the branch is to ensure that appropriate compensatory measures are established.

The following objectives reflect heritage resource management policy in British Columbia:

- ☐ to conserve representative samples of the province's heritage for the scientific, educational and recreational benefit of present and future generations,
- ☐ to ensure that heritage resource values and concerns are considered in the course of public and private land development,

- ☐ to ensure, where decisions are made to develop land, that proponents follow the guidelines.

In managing heritage resources, the branch aims to develop a cooperative relationship with project proponents.



Part 2 Heritage Resource Impact Assessment and Review Process

Introduction

Heritage resource impact assessment studies are initiated in response to potential development projects which will disturb or alter the landscape, endangering heritage sites. Major development projects of this nature normally proceed through four general stages of project planning: pre-feasibility or prospectus, feasibility or preliminary planning and design, final design plan licensing and approval, and project implementation and operation. At each stage in this general planning process a particular type of heritage investigation is undertaken to meet specific project objectives and needs. The integration of project planning with heritage resource assessment is illustrated in *Table 1*.

The heritage resource assessment process is comprised of two principal components: *assessment*, (heritage overview assessment, detailed inventory and detailed impact assessment), and *impact management*.

Assessment is primarily concerned with the location and evaluation of heritage resources and the assessment of impacts during the initial stages of project planning. Impact management follows directly from assessment and is primarily concerned with managing unavoidable adverse impacts as well as unanticipated impacts. It is important to recognize that the assessment and impact management phases are approached sequentially in association with specific levels

of project planning. Moreover, each new stage in the process is highly dependent upon results and recommendations made in the preceding stage.

Roles and Responsibilities

The main participants in the heritage resource assessment process include:

- the project proponent,
- heritage consultants,
- the Heritage Conservation Branch, and
- project coordinating committees representing various provincial ministries or approval agencies at regional and municipal levels.



Heritage Resource Impact Assessment and Review Process

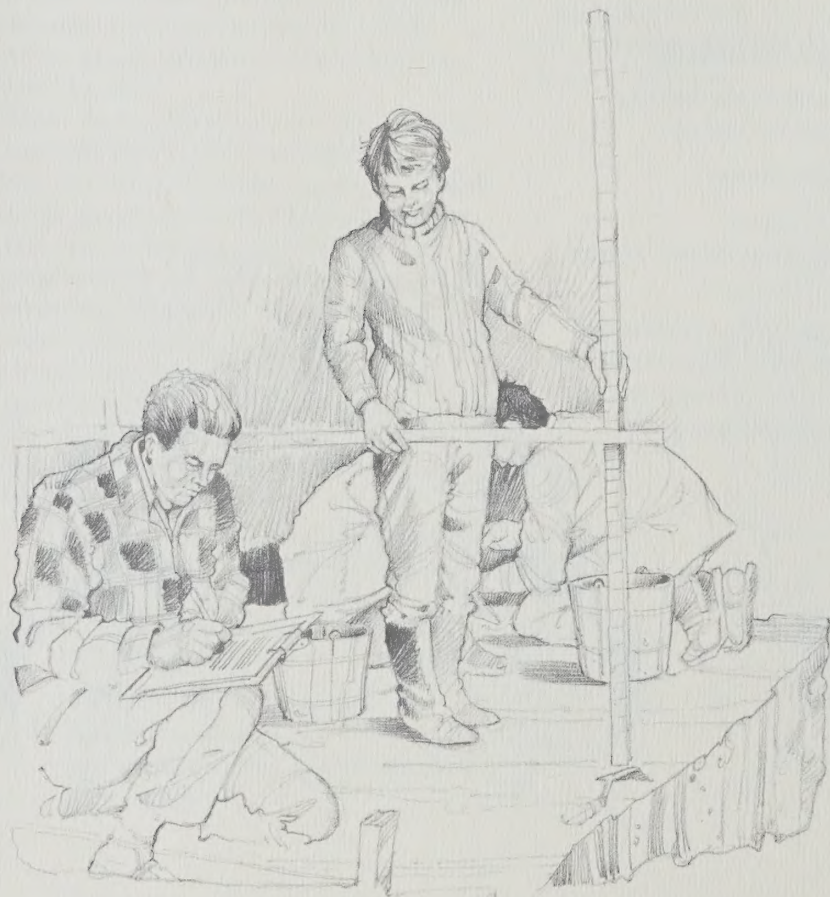
Project Proponent and Consultants

Proponents are encouraged to consider heritage resource concerns in their project planning and design from the outset. This will minimize scheduling and budget difficulties at later stages. As participants in the heritage assessment process, proponents are responsible for:

- ☐ complying with all orders and permits issued under the *Heritage Conservation Act*,
- ☐ reporting the results and recommendations of heritage impact studies, and submitting these reports to the Heritage Conservation Branch for review.

Effective heritage impact studies are conducted at all stages of project planning. If qualified staff are unavailable within the development agency, the proponent should contract the services of a professional heritage resource consultant. A list of consultants who offer their services in B.C. is maintained by the branch and is available upon request.

Qualified consultants should be concerned with designing research strategies, conducting heritage impact assessment and management studies, and recommending courses of action. The responsibility for final decisions concerning the management of heritage resources is vested with the branch.



Heritage Resource Impact Assessment and Review Process

Table 1 Project Planning and Heritage Resource Assessment

Heritage Resource Study	Project Planning Activity	Type of Report
Heritage Overview Assessment -background research -preliminary field reconnaissance where appropriate	Pre-feasibility, Pre-prospectus -for large areal projects such as dams, mines, etc. -projects regulated under E.P.R.P. Feasibility, Post Prospectus -for linear projects -options to consider	Overview
Detailed Inventory Assessment -inventory	Feasibility, Preliminary-Planning -for inventory	Detailed Inventory
Detailed Impact Assessment -site evaluation -impact identification and assessment -mitigation recommendation	Preliminary Design -for impact assessment and recommendation -licensing and permitting	Detailed Impact Assessment
Impact Management -mitigation -compensation	Final Design Licensing and Approval	Mitigation/Compensation
Impact Management -surveillance -monitoring -emergency salvage	Project Implementation and Operation	Surveillance/Monitoring

Heritage Resource Impact Assessment and Review Process

Heritage Conservation Branch

The Resource Management Division of the branch exercises various responsibilities that include:

- setting impact assessment and management guidelines, professional standards, and reporting requirements,
- reviewing development proposals to determine the proponent's required level of involvement in the heritage resource assessment process,
- preparation of 'orders' and 'permits' pursuant to the Heritage Conservation Act,
- providing guidance or direction to the proponent and consultants throughout the heritage assessment process,
- providing consultants with access to heritage site files, maps, and other documentary materials maintained within the branch,
- monitoring field aspects of heritage impact assessment and management studies for compliance with terms and conditions of 'orders' and 'permits',
- reviewing reports and research proposals for relevance, completeness, and objectivity, and

- establishing terms and conditions for project approval.

Provincial Project Coordinating Committees

Four provincial committees are involved in the heritage resource assessment process by providing general direction and coordination of the province's overall environmental assessment and review process. These are the Energy Project Coordinating Committee, the Coal Guidelines Steering Committee, the Metal Mines Guidelines Steering Committee, and the Linear Guidelines Steering Committee. These committees work directly with the proponent and the branch to clarify requirements or provide general advice on assessment and review procedures at various stages in the approval process. They also coordinate review comments, advice, or queries the branch may have regarding a proponent's heritage impact studies.

Regional and Municipal Review Authorities

Regional districts and municipal governments and advisory committees may work directly with the proponent and the branch on regional and local heritage impact concerns. Their involvement may include referral, recommendations or approval procedures.

Review Procedures

The heritage impact assessment and review process is schematically outlined in *Figure 1*. The branch conducts three to four formal reviews. The first involves an examination of the proponent's initial development proposal or 'prospectus' to determine whether further involvement in the heritage resource assessment process is required. The initial 'prospectus' should include a heritage overview assessment. The second, third and fourth reviews, if necessary, are to evaluate the 'overview' report, (where not done in the prospectus) 'detailed inventory' report, and the detailed impact assessment report, respectively.

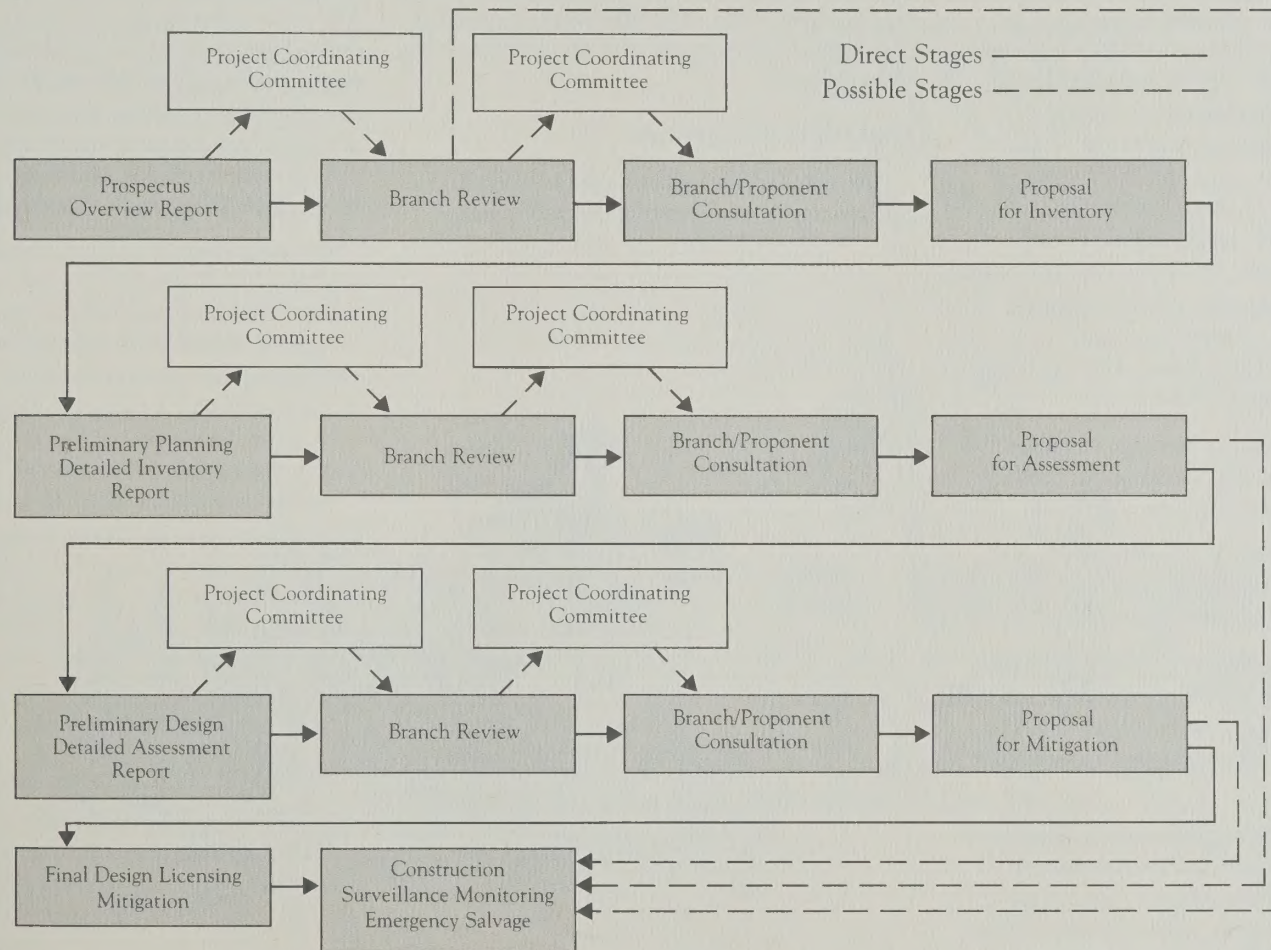
The branch may request rectification of certain report deficiencies either immediately or, depending on the nature of the deficiencies, in a following phase of the assessment process. The branch will assist the proponent in satisfying report requirements.

Heritage assessment reports should be received by the branch as early as possible in the project planning process. Early branch review will provide maximum lead time for correcting report deficiencies and/or for preparing and implementing subsequent heritage investigations. This is to minimize possible expense and delay to the proponent.

Unless the proponent demonstrates otherwise, final reports received by the branch are considered public information.

Heritage Resource Impact Assessment and Review Process

Figure 1 Heritage Impact Assessment Review Process*



*Smaller scale projects are subjected to a simplified version of the procedures shown above.

Heritage Resource Impact Assessment and Review Process

Overview Assessment

The heritage resource overview assessment submitted by the proponent is intended to identify and assess heritage resource potential or sensitivity within a proposed study area. Identification of options concerning the appropriate methodology and scope of work, and for detailed inventory and/or impact assessment studies is also expected.

Typical overview studies should entail:

- background library and records search of ethnographic, archaeological, historic, architectural and paleontological documents pertinent to the proposal study area,
- a statement of heritage resources potential and distribution in the proposed study area,
- a judgemental assessment of anticipated impacts in light of proposed development plans, and
- identification of a 'preferred' project alternative (where applicable) as well as outlining the nature of further detailed heritage impact assessment studies.

Overview studies are particularly important with respect to large scale developmental projects such as hydro-electric dams, transmission lines, pipelines, open-pit mine sites, etc. More site specific projects involving smaller, well-defined localities such as res-

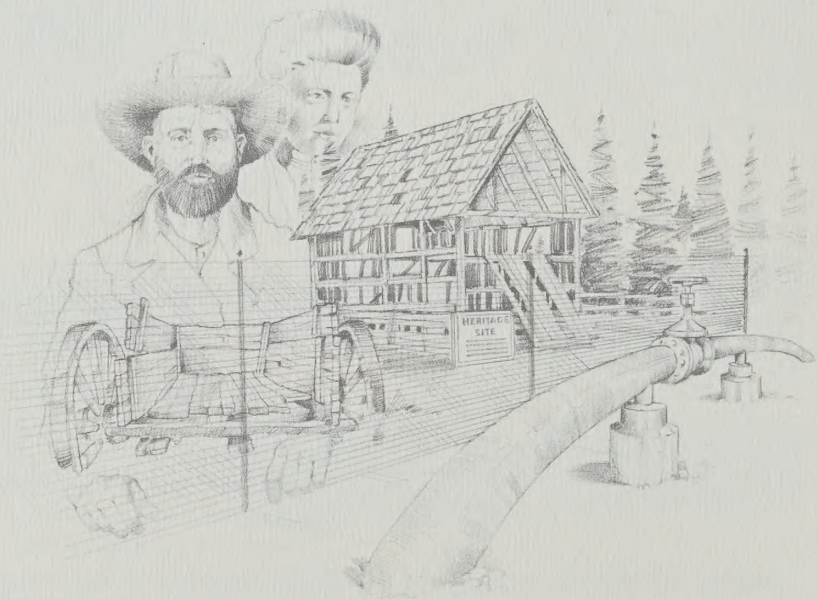
idential subdivisions, manufacturing plant sites, port facilities, etc., may effectively combine a detailed inventory study with an overview study (if necessary).

Detailed Inventory

The detailed inventory study involves a program of in-field identification of heritage

resources within a proposed development area. The nature and scope of this type of study is defined primarily by the results of the overview study. In the case of site-specific developments direct implementation of an inventory study may preclude the necessity of an overview.

There are a number of differing methodologies which may be applicable to conducting



Heritage Resource Impact Assessment and Review Process

inventory studies. The proponent and/or his heritage consultant must develop an appropriate study format for the proposed development at hand. The branch will review and comment upon the proposed methodological approach prior to implementation.

Detailed Impact Assessment

Detailed impact assessment studies are only required where unavoidable conflicts have been identified concerning heritage resources within a proposed development area. These studies require a detailed description of the particular heritage resource to be adversely affected as well as the nature and extent of the impacts expected. The purpose of the assessment is to provide recommendations as to the most appropriate manner in which the resource may be managed in light of the identified impacts. Management options may include: alteration of proposed development plans to avoid resource impact; mitigative studies directed at retrieving resource values prior to impact; or compensation for unavoidable loss of resource values.

There are a variety of procedures which may be useful in performing a detailed impact assessment. The proponent and/or his heritage consultant must develop an appropriate methodological assessment program to be submitted to the branch for review prior to implementation.



Heritage Resource Impact Assessment and Review Process



Mitigation/Compensation

Studies involving mitigation and/or compensation pertain only to situations where unavoidable conflicts between heritage resources and a proposed development are identified. The nature and extent to which these studies will apply should have been identified in the detailed impact assessment.

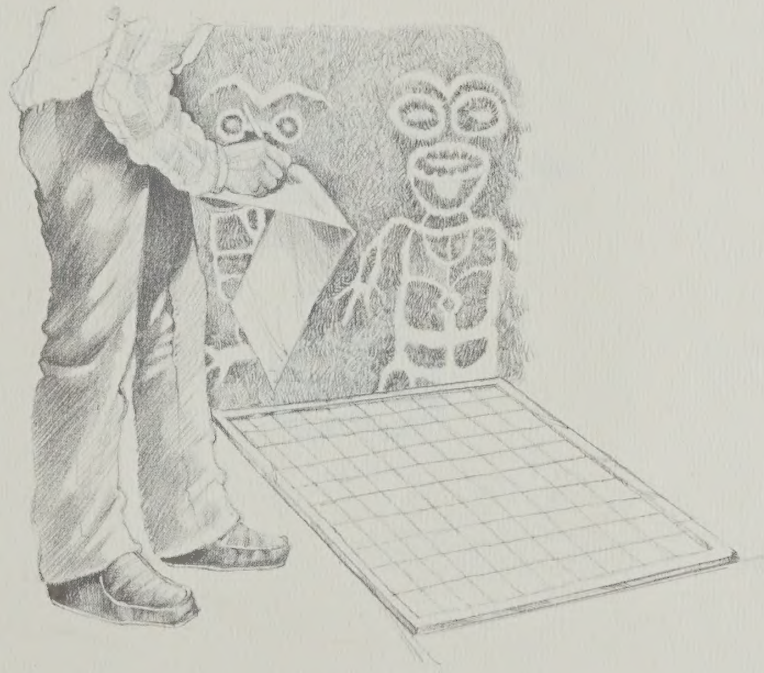
In the case of mitigative management, some form of systematic data recovery, analysis and interpretation of specific heritage resources will be involved. The proponent and/or his heritage consultant will be required to submit a detailed research proposal to the branch prior to commencement.

Heritage Resource Impact Assessment and Review Process

Surveillance/Monitoring

Surveillance and/or monitoring programs are generally necessary in only two situations. Firstly, when the detailed impact assessment has recommended resource management procedures designed to protect heritage resources during the construction phase of a proposed development. The second situation arises where unidentified heritage resources are considered to have a high probability of occurring in a proposed development zone but are not likely to be identified through an inventory study (i.e. buried sites, paleontological sites, etc.).

Surveillance and monitoring programs are designed to ensure compliance with recommended resource management procedures as well as implement emergency management procedures should heritage resources come to light during the course of development construction.



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